DOCUMENT RESUME

ED 045 539 SO 000 478

TITLE The Democratic Legacy: Basis for Freedom. A Program of Citizenship for Virginia's Public Schools.
INSTITUTION Virginia State Dept. of Education, Richmond. Div. of Secondary Education.
PUB DATE Apr 70
NOTE 46p.

EDRS PRICE EDRS Price MF-$0.25 HC-$2.40
DESCRIPTORS *Citizenship Responsibility, *Curriculum Guides, *Democratic Values, Educational Objectives, *Educational Philosophy, Educational Programs, Elementary Grades, Program Guides, Secondary Grades, *Social Studies

ABSTRACT

This program outline is intended for teachers K-12. The outline provides teachers with the philosophy and goals of teaching citizenship education as a means of instilling an appreciation of the American democratic heritage. The emphasis is on citizenship preparation through an integration of the study of government, history, sciences, mathematics, literature, and music. There is one section on practical classroom activities for teaching the rule of law, one of the perceived cornerstones of citizenship education, but the work is generally devoted to giving the teacher the necessary background in the rationale for citizenship education. A four page bibliography of historical and educational philosophy pertaining to democratic values is included. (CWB)

ED0 45539

THE DEMOCRATIC LEGACY—BASIS FOR FREEDOM

A Program of Citizenship Education for Virginia's Public Schools

History, Government, and Geography Service
Division of Secondary Education
State Department of Education
Richmond, Virginia 23216
April, 1970

ED 045 478

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Preface

Instruction designed to develop in students an appreciation for the American heritage and the responsibilities of citizenship is a vital part of Virginia's program of public education. In all areas of instruction a major objective of the public schools is to develop an understanding of the American way of life and to prepare youth for the challenges of citizenship.

In July, 1968, the State Board of Education approved a project designed to place greater emphasis on citizenship education in Virginia's public schools and to assist school divisions in strengthening programs dealing with contemporary problems in terms of responsible citizenship.

The citizenship education project resulted in preparation of this bulletin which establishes a framework for effective programs of citizenship education.

The project, as approved by the State Board, also provided for a Professional Committee on Citizenship Education and a Citizens Advisory Committee on Responsible Citizenship. Appreciation is expressed to the members of these committees who rendered invaluable assistance in connection with this project.

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Chapter 1

CITIZENSHIP EDUCATION— CHALLENGE FOR THE SCHOOL PROGRAM

Public education in Virginia faces the challenge of instilling in youth a firm commitment to the democratic heritage. Students in the public schools must understand individual rights and responsibilities in a free society and be dedicated to the ideals of liberty, justice, equality, and rule of law. Citizenship education is designed to help students prepare for their roles as participants in the democratic process, and to understand the meaning of freedom and the basic principles and traditions which have nourished and sustained the American way of life. The school program, from kindergarten through grade twelve, blends a variety of activities designed to accomplish these objectives.

Citizenship education involves an understanding of the basic principles of the free enterprise system, the concept of "rule of law," means of individual and group expression in a free society, and the development of moral, spiritual, and aesthetic values. In a democracy all experiences which cause the individual to be well-informed and to pursue rational inquiry help to establish a framework for citizenship education. The strength and future of America depends upon well-educated citizens who are acquainted with the values, privileges, and responsibilties of freedom and who are firm in their commitment to the democratic legacy.

GOALS FOR EDUCATION

Citizenship education provides basic goals and objectives for the school program. It serves as a foundation for establishing a sound philosophy for public education and contributes to the implementation of this philosophy. The entire school program serves as a broad base for citizenship education. Citizenship comes not from a single source, but from all educational experiences from the primary grades through the secondary school.

An effective program of citizenship education may well be the most decisive factor in preserving the American form of government. Therefore, the goals of education must focus on the moral and intellectual inheritance of a free people and the perpetuation of democratic traditions. American society has placed faith in the ability of the educational system to transmit the ideals and beliefs of freedom and democracy to succeeding generations.

CITIZENSHIP AND THE NATURE OF MAN

Citizenship education focuses on the nature of man, his relationship to others, his interaction with society, and the values to which he adheres. Man, as a citizen, must be studied in relation to the society in which he lives. The products of man's endeavors and their impact on society, as well as the beliefs, principles, and values which guide his actions are vital to this study.

In the educational process, knowledge has often been separated into compartments — history, government, mathematics, science, art, music, or literature. Citizenship education attempts to view the "totality of man" by studying all facets of the human experience within a framework of values. The scientific, empirically based method and the humanistic, civic education approach to viewing the human experience, must be successfully integrated into a comprehensive educational program focused on the individual. Man may conquer time and space with his technology, but he also must understand and master his relationships with his fellow man. Citizenship education, however, transcends conventional subject-matter disciplines and emphasizes the "oneness" of humanity, the universality of human experience, the expansive nature of man, and the variety of roles which one man plays in a lifetime.

> Man is not the *homo economicus* who can be explained and satisfied exclusively with respect to his material needs; nor is he the *homo politicus,* dependent on nothing but the external organization of his society; nor is he the *homo sapien,* hearing and obeying the voice of reason; nor is he the *homo contemplativus* whose delight is to feel the nearness of God and reflect upon "first principles"; nor is he the *homo practicus* who enjoys himself only in business and adventure. He is all these together. He wishes to be a decent citizen in a decent state; he wishes to think and argue; he needs faith in a deeper meaning of his life; he needs time for withdrawal from the hustle and bustle lest he lose the inner peace and the strength which come from perspective; yet he wishes also to breathe from time to time the exciting air of action. According to his specific temperament, each of us tends toward one way more than toward another and organizes his life and values accordingly. Yet some desire for totality lives in every sound person, and a wholesome civilization must give sufficient scope to all the different talents and aspirations of its members.[1]

Because citizenship encompasses a study of the nature of man and philosophies of human experience, it is an elusive term. When an individual becomes involved in analyzing the nature of man, he gains insight into basic questions that have confronted mankind through the ages: Who is man? What is freedom? What is law? What is justice? What is order? What are democratic values? What is citizenship? What philosophy do I have for making decisions?

The interest in citizenship reflects man's interest in himself as a rational being asking questions, seeking answers, and developing a system of values to guide his actions. Citizenship education deals with man's values, principles, character, emotions, passions, impulses, ideas, and the choices that he makes. It is not limited by prescribed boundaries; instead it is concerned with the diverse experiences of man, particularly his roles as a decision-maker and inquirer.

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[1]Robert Ulich, *History of Educational Thought,* American Book Company, New York, New York, 1950. Page 345.

Educators must recognize that each student has an innate need to participate to the fullest degree in human experiences. This basic urge influences the nature of individual participation in society. Participation in and control of the processes of society constitute citizenship. Therefore, the school program must reflect the needs of society as well as the needs of individual students.

The concern for citizenship education reflects man's continuous examination of himself, his role in society, and his interaction with others. The adage, "know thyself," demands the qualifier, "control thyself." The crucial issues of modern society surround the nature of man and the way in which he will use the freedom which a democratic society has bequeathed him.

CONCEPT OF FREEDOM

The total school program must help each student to develop a *concept of freedom*. This task is the heart of a program of instruction for citizenship. Each student must develop a *concept of freedom* and a personal philosophy that will help him secure and maintain individual rights and exercise those rights in a responsible manner.

In developing a *concept of freedom*, the student must understand the basic principles of democracy to which he can look for guidance in resolving the dilemmas of decision-making in a free society. Knowledge, thought, commitment, and action are essential for students in developing a *concept of freedom*.

To participate effectively in a democracy, each citizen must be capable of making economic, social, and political decisions within a framework of basic principles and values. The development of a personal philosophy must preceed decision-making. Therefore, the educational program must be well-defined and positive and must provide suitable conditions for teaching about democratic ideals, purposes, and procedures.

An enduring cornerstone of the American democratic tradition is the belief that the schools can prepare all citizens to discharge the responsibilities of individual freedom, personal liberty, and self-government. *Education provides the basic foundation for democracy.* Our society can remain free only if our schools emphasize the values, ideals, and goals of democracy, and assist each student in developing a *concept of freedom.*

GUIDING PRINCIPLES FOR CIVIC INVOLVEMENT

Great responsibility rests upon the individual to formulate a personal philosophy and a concept of freedom which precede decision-making and involvement in the affairs of society. Civic involvement should be based on a set of guiding principles.

> Uphold the laws of the United States, and the states and communities.
>
> Defend our country from invasion and our government from overthrow by force, violence, or subversion.
>
> Encourage respect for law and order and insist upon solutions of differences and grievances by processes of law and never by resort to violence or other unlawful means.
>
> Support those charged with the enforcement and administration of our laws; voluntarily act as a witness and serve as a juror.
>
> Harbor no prejudice against anyone because of race, religion or national origin.
>
> Maintain pride in family, heritage, and church as well as in community, state and nation.
>
> Keep informed on issues and candidates, and vote in every election.
>
> Respect the rights and opinions of others.
>
> Participate in religious, charitable, civic, educational or other activities to promote the welfare of the community.
>
> Acknowledge that "responsibilities" are as important as "rights" in the preservation of freedom and justice.[2]

The educational system faces the demanding task of serving as a laboratory for citizenship preparation and as a training ground for voters. Teachers guide their students in developing values and attitudes which will shape future decisions at the ballot box, on the job, in the family, in the community, and in many other activities of adult life. The school program, therefore, must prepare future citizens for a variety of political, economic, and social decisions.

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[2]*Canons of American Citizenship*, American Bar Association. *The Daughters of the American Revolution Magazine*, November 1986, Whole No. 851, Volume 100, Number 9, National Society of the Daughters of the American Revolution, Washington, D. C. Page 765.

> American schools teach political beliefs and behavior both formally and informally, both directly and consciously through planned instruction and inadvertently through casual experiences or chance happenings. Formal courses in history, civics, and government are expected to develop good citizenship. Also, schools observe patriotic holidays and utilize rituals in order to teach respect and love for the nation. The rules of democratic political participation are learned through classroom discussions, committee projects, student government, and school club activities. School teachers and administrators also impart much political learning unconsciously by their styles of behavior, their classroom procedures, and their general attitudes toward children. It is difficult to determine exactly how these school experiences are linked to adult political behavior, but it is probable that they have enormous impact, that they influence some life-long political attitudes.[5]

Citizenship education depends upon the effectiveness of a school program which promotes an understanding of democratic values and beliefs. A democratic society which requires each citizen to develop a *concept of freedom* and a personal philosophy for making decisions must offer *a process for analyzing issues and ideas.* The key to critical thinking is the ability to ask questions, to pursue issues and ideas, and to develop an individual mode of inquiry for analyzing issues.

In a democratic society each citizen is responsible for his behavior, particularly as it relates to individual citizens and to society. He must compare his individual philosophy of life and actions to those values and ideals which sustain the democratic process.

By a process of analysis and rational inquiry, students should understand that there are no simple solutions to complex political, social, and economic issues; that decisions have consequences, and actions of individuals and groups have far-reaching effects upon freedom and democracy. War, injustice, poverty, urbanization, crime, and other issues in a free society must be analyzed, debated, and resolved in the light of the

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[5]John J. Patrick, *Political Socialization of American Youth,* National Council for the Social Studies, Washington, D. C., 1967. Page 27.

basic values which sustain freedom. Public education's task is to provide a strong and dynamic program which permits students to pursue rational inquiry and to develop values and attitudes which will establish a firm base for them to make decisions and choices in a free society. In Thomas Jefferson's words, this is the challenge:

> I know of no safe depository of the ultimate powers of society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion by education.[1]

THE SCHOOL PROGRAM

The total school program is involved in citizenship education. The elementary school plays a vital part in the development of future citizens as the early years of a child's life are most important in the formulation of values and attitudes. The elementary school serves as a basic laboratory for citizenship education and provides opportunities for each child to learn of his role as a citizen in a democratic society.

Elementary teachers place emphasis on the values and beliefs which support the American way of life. Elementary teachers assist the child in understanding the rudiments of freedom, the heritage of democracy, and the rights and responsibilities of citizenship. The preparation of citizens serves as a major goal of an elementary school program. Whether the teacher in an elementary school deals with science, art, mathematics, language arts, history, or other subjects, *the unifying theme — the universal and common ground — is found within the development of the individual to his potential as a human being and the understanding and appreciation of a heritage of freedom, liberty, justice, and equality under a system of rule of law.* Citizenship education provides unity for all learning experiences and places the needs *not only of the child, but of the society in balance.* In the elementary school each child must develop an intellectual framework for decision-making.

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[1]Willson Whitman, Editor, *Jefferson's Letters,* E. M. Hale and Company, Eau Claire, Wisconsin. No date. Page 338. Taken from a letter written to William Charles Jarvis on September 28, 1820.

Concepts of freedom which he develops will be used in analyzing the complex network of human relationships and his place in the political, social, and economic system. As each child develops a personal philosophy, he will have a strong and enduring base to guide his actions in adult life.

The secondary school must build on the foundation developed in the elementary school and continue to emphasize citizenship education. In the secondary school curriculum, subject matter is compartmentalized. Separate disciplines replace the interdisciplinary and correlated format of the elementary school. Each area of the secondary school curriculum, however, is essential to citizenship education.

The student enters secondary school as a maturing individual possessed with natural curiosity and a pressing need for relevant learning experiences. To meet these needs, comprehensive programs must be provided which challenge the capabilities of each student. Only by facing up to this demanding task can the school help each student to gain knowledge and skills from all of the separate subject areas (art, foreign language, music, science, history, government, literature, mathematics, vocational education, health and physical education), and develop his talents in light of individual interests and ambitions.

The secondary school must offer a diversified curriculum which will emphasize citizenship education. Whether instruction prepares the student for higher levels of education or for immediate job opportunities in the community, it must stress the rights and responsibilities of citizenship. Learning experiences in the secondary school should enhance and strengthen the ideals of democracy and freedom and prepare each student to participate in the democratic process.

HISTORY AND THE SOCIAL SCIENCES

In history and social science disciplines such as government, economics, geography, anthropology, and sociology, *major emphasis is placed on citizenship education.* History and the social sciences (social studies) are concerned with man — his behavior, his nature, his relationships with others, and the uses he has made of the earth. In content, a social studies course is derived from a variety of disciplines and includes many topics with goals directly related to citizenship education.

Virginia and United States History, Virginia and United

States Government, Civics, World History, Geography, Economics, and other courses provide opportunities for students to learn of the traditions of American democracy and the rights and responsibilities of citizenship. Both the required and elective courses in history and the social sciences serve as the core in a program for citizenship education in the secondary school.

EXTRA-CURRICULAR ACTIVITIES

The regular curriculum is supplemented by a wide range of extra-curricular activities which prepare the student for citizenship. These activities provide rare opportunities for democratic experiences and interaction of individuals in group situations. Service clubs, honorary organizations, athletic contests, publications, student councils, and other extra-curricular activities are training grounds for student growth. Through participation the student learns valuable lessons which develop individual initiative, competitive skills, and interests in special areas. Extra-curricular activities serve as important areas of the schools' program in citizenship education.

SCHOOL-COMMUNITY PARTNERSHIP

The process of developing democratic values, ideals, and beliefs represents a school-community partnership which involves the home, the school, the church, the government, and civic agencies. The community environment has an important influence on each individual. The community must provide a strong incentive for the educational process and support the citizenship education program of the public school.

> In order to improve political socialization through formal political education, one must know how young Americans acquire political beliefs. One needs to appraise the school's potential for influencing political beliefs, relative to other agents of political socialization, and the extent to which formal education in America achieves this political socialization potential.
>
> In American society, the family and the school appear to be the major forces in political socialization. Here the child's fundamental political viewpoint is molded and the groundwork is laid for adult political behavior.

> But controversy and indeterminancy persists about the relative influence of home and school in shaping political beliefs and behavior. Also a number of other influences have an impact upon political socialization, such as various peer groups, mass communications media, socio-economic status.[5]

The first *laboratory for citizenship* is the home. Family patterns make a strong and lasting imprint on the values and attitudes which the child develops. The church and the other institutions of the community also have vital roles to play in developing the child's moral, spiritual, and ethical values. It is in the total environment — the home, school, church, and community, that the child must develop his appreciation of the democratic heritage, the legacy of moral and spiritual values, and the rights and responsibilities of citizenship.

> The American home has been a bulwark of political stability by inculcating early loyalty to country and government, acceptance of fundamental political norms, and allegiance to one of the established political parties. Before children enter elementary school, their political orientations are well developed. They are taught at home to differentiate between private and public sectors of life and to recognize that in public matters the higher authority of government must be respected and obeyed.
>
> Through family intra-relationships American children learn a basic orientation to authority which provides a life-long context for political behavior. These family authority patterns tend to generate positive feelings in children toward their immediate home environment, and these positive feelings usually are transferred to the larger world of political affairs.[6]
>
> Many social scientists have concluded that the foremost agency of political socialization is the home, that the *most important* source of children's conception about that takes place in the family, and that the family inculcates basic political beliefs. According to this view other agents of political sociali-

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[5]Patrick, Page 18.
[6]Patrick, Page 19.

> zation, such as the school, merely build upon this foundation. Early political beliefs continue to affect political behavior throughout a lifetime.[1]

The home, the school, the church, and the community must continue to provide a strong and enduring partnership for citizenship education. The legacy of democracy rests firmly upon strong family traditions, moral and spiritual values, and an educational program which stresses citizenship education as the primary goal in the school's efforts to perpetuate individual freedom.

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[1]Patrick, Page 23.

Chapter 2

DEMOCRATIC TRADITIONS--BASIS FOR CITIZENSHIP EDUCATION

Democratic traditions serve as a framework for citizenship education. The spirit of freedom engendered in the early days of the nation's history has remained the hallmark of the nation. It has been maintained by commitment to certain fundamental values.

Because the spirit of freedom does prevail, democratic values have often been debated. The degree to which these values have been accepted and the manner in which they have motivated civic behavior have varied. There have been occasions when, through neglect, Americans have refused to live up to democratic ideals. Nevertheless, the ideals have prevailed and still remain as an integral part of American life. If these ideals of democracy are to be retained, and if the American way of life is to survive, it is crucial that all Americans possess a basic knowledge of democratic values, including an appreciation for the sacrifices that have been made to preserve these values and an awareness that rejection or failure to live by them will remove the foundation which supports the spirit of freedom.

Self-government as it has developed in America is one of the noblest achievements of man. It is not only an accomplishment which expresses the spirit and ideals of man, it also represents an intellectual achievement — a victory of the human mind. The American way of life is a unique combination of the ideals of the human spirit and the human intellect. These have been combined to produce a form of

government and a way of life that are unparalleled in history. Building on the achievements of their forefathers in other parts of the world, Americans through the centuries have attempted to apply democratic principles to the perplexing problems of man living in a community. In the process they have sought to develop a system in which the individual can exercise personal freedom without destroying the freedom of other citizens.

A complex problem is how to assure that an individual remains free in a community of many individuals and how to permit an individual to exercise his freedom without destroying that of another. Americans have addressed their thoughts to the dilemma — "How can freedom be maintained in an orderly atmosphere?" This aspect of self-government is basic to a successful democracy and demands constant surveillance to maintain the *concept of freedom.*

CITIZENSHIP IN A FREE SOCIETY—HERITAGE OF INDIVIDUAL FREEDOM

The principle of individual freedom is a cornerstone of American democratic traditions. As a basic part of the democratic legacy, this principle has served as the foundation for political, social, and economic developments in the nation.

Americans value individual freedom. They place great importance on freedom because they believe that maximum personal freedom, within bounds set by the general welfare, enables the individual citizen to express his ideas and beliefs. However, there are limits to human behavior and society sets the bounds. It is the establishment of these bounds which differentiate one political system from another. Unrestricted individual liberty may lead to anarchy; rigid restrictions on individual action may lead to excessive controls and undue restraints, as in a dictatorship.

The American system is characterized by its high esteem for individual liberty. The American people have placed great importance on a system of "rule of law" by which laws are made for them through their elected representatives. Participation and involvement in the democratic process solidify the concept of government for the people, of the people, and by the people. Americans have held steadfast to the ideal that only in the context of a system of laws can the individual citizen become an effective participant in the democratic process.

The strength of the democratic legacy rests on a balance which has evolved in the system of "individual liberty under law." The success of this experiment in self-government and self-restraint will continue only if educators can successfully transmit this ideal to youth who, as future citizens, must be fully aware of their roles in a free society and their obligations in a system of rule of law.

If individual freedom is the bulwark for a democratic society, *the individual man is the basis of freedom.* Education's task is to provide the broad framework which permits each student to gain the knowledge and skills which will prepare him as a participating member of a free society.

> The essence of a free society lies in its concern for the fullest realization of the potentialities of individual people. This concern for the liberties of the individual and for the general welfare is expressed in organized patterns of group behavior that we call *institutions.* A complex society like ours operates through a massive array of institutions which touch on the political, social, and economic aspects of all our lives. For a society to be free, these must be democratic institutions. That is, there must be institutional "devices for reconciling social order with individual freedom and initiative, and for making the immediate power of a country's rulers subject to the ultimate power of the ruled." Having such institutions, which cannot be rigidly prescribed before the changing facts and conditions of life, a society can claim to be free. Democratic citizenship and democratic institutions are inseparable. The citizenship of free men resides precisely in their capacity to maintain institutions that encourage individual liberty and social justice, and to create new democratic institutions when the times demand.[8]

The belief in individual freedom is expressed in the ideal that continuous self-realization is the ultimate goal for each citizen. However, democratic institutions cannot condone destructive individuality, selfishness, greed, lawlessness, or ir-

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[8]Franklin Patterson, Editor, *Citizenship and a Free Society: Education for the Future,* Thirtieth Yearbook, National Council for the Social Studies, Washington, D. C., 1960. Pages 4 and 5.

responsible action. It is through education that students develop a responsible commitment to freedom and democracy.

The American dream is that each individual be able to recognize and pursue the best that is in him. This dream can be realized and strengthened through the combined influences of the home, school, and community. Americans believe that the youth of the country are the reservoirs of enthusiasm, dedication, and new ideas that will change this dream to a reality. The imprint of youth, however, is dependent on the ideas which youth nurtures. *Freedom with responsibility and not freedom from responsibility* must be the watchword for continuation of the "American Experience." The school must strive to perpetuate this heritage of individualism and freedom with responsibility.

Through education we must prepare students to become well-informed citizens who will be effective participants in society.

> But what has been overlooked by too many is the most crucial element or quality we must seek in the preparation of citizens to function as citizens. The preparation of elites of linguists, scientists, mathematicians, and technologists will not suffice for the future of a free society. By definition, a nation of free men is a nation of citizens who share an elemental commitment to freedom and a responsible competence in its political, social, and economic practice. All have a share in maintaining institutions that will reconcile "social order with individual freedom and initiative" and that will make the immediate power of the nation's governors subject to the ultimate power of the governed. Here is the task of education for the future by which we should be most surely challenged.[9]

In *building with youth for a better world,* educators must stress the ideals of citizenship education. It is America's boundless faith in the potential of youth and the legacy which is given to each new generation that makes the future a promising reality and responsible citizenship a challenging endeavor.

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[9]Patterson, Page 15.

DEMOCRATIC LEGACY

During the early years of the nation when the American government was developing, statesmen like Washington, Jefferson, Madison, and Henry concerned themselves with the nature of individual freedom. These men treasured an inheritance from their forefathers — an inheritance from men and women of free spirit who had arrived on the shores of North America. With them they brought values which they nurtured in the freedom of the new land. From the opportunities afforded by the new land and the hardships and adversities encountered in the wilderness, the minds and spirits of these pioneers became attuned to the ideals of liberty. So well did they understand freedom and so highly did they value it, that in one generation — when confronted first with oppression from England and later with peril of anarchy within — they produced the leadership to establish a form of government which would save and perpetuate the values they cherished.

The heritage of the past which has been guarded and strengthened by succeeding generations of Americans is not self-actuating. It will operate to secure liberty for Americans in the 1970's only if Americans embrace it, understand it, and make it work.

Americans must reflect upon their heritage in assessing contemporary problems. To appreciate the past is not to live in the past, for we can only live in the present and for the future. But to confront the present and attempt to solve our contemporary problems without taking heed of past experiences — and the wisdom which has been distilled through the trials of those who have preceded us — is to ignore a source of great strength.

The American system has emerged from three major components:

1. Man's spirit of freedom and his desire to control his political, economic, cultural, and personal affairs which have been expressed through a system of values.
2. Man's intellectual commitment and the application of his rational powers to devise a system for making his ideals operative.
3. Man's ability to test these ideals and principles in the conduct of daily affairs.

Each of these components deserves extended consideration by each American in the process of decision-making and civic involvement.

Because Americans do have valid ideals, and because these ideals are difficult to achieve, there is sometimes a tendency to question the ideals and, more often, to question the system — the political, economic, and social processes of the nation. In a democratic society this is proper. But such questioning of democratic values and processes must not lead to behavior which will destroy the structure which allows us to question and make changes to further the goals and ideals of a free people.

Because the American system is attuned to the ideals of freedom, opportunities exist in our political, economic, and social processes for the expression of dissatisfaction and for the redress of grievances. Our system of freedom under law assures each individual the right to dissent. At the same time it provides that the protests of individuals and groups shall not infringe on the rights of others. One strength of the democratic process has been its capacity to provide a maximum amount of freedom for each individual and, simultaneously, to provide the degree of order and stability necessary for society's growth and security. To maintain the delicate balance between personal freedom and order, citizens must be acutely aware of the values of democracy and the need for self-discipline and self-restraint. Decision-making and civic involvement must grow out of this awareness.

CITIZENSHIP AND CONTEMPORARY ISSUES

American citizens have a distinguished heritage. The American system of government represents a "giant stride in man's long pilgrimage toward genuine self-government. Under this system, with its emphasis on the rule of law, more people have prospered and enjoyed greater freedom than ever before in the history of mankind."[10] The visions of our forefathers have been realized in the attainment of political, economic, and social levels of freedom which have justified their faith in man's ability to govern himself and to live in harmony with his fellow man. The worth of a "free" society lies in

[10]*Citizenship Education as to Law, Disorder, Extremism and Civil Disobedience,* Virginia State Board of Education, Richmond, Virginia, 1968. Page 1.

its continuing ability to provide the moral, intellectual, and political liberty which allows a people to ask and try to answer: What is freedom and how do we preserve freedom?

In contemporary society with problems of urbanization, poverty, war, crime, and the upheavals of peoples seeking a means for their voices to be heard, the individual in crowded and often impersonal environments, often feels that he lacks identity. This identity crisis constitutes a powerful threat to a free society. Democracy rests on each individual's ability to assume for himself responsibility for self-knowledge and self-discipline. The concept of a government embodied in "we the people" must be strengthened or free individuals will become submerged in an identity crisis which transmits disillusionment and alienation.

If democratic traditions are to continue as the mainspring of a free society, each citizen must understand the dignity of the individual. He must develop positive feelings instead of negative attitudes about his relationship to society. Changes in a free society must emerge within the context of those values which give strength and vitality to a system of improved human conditions. A positive statement of individual commitment in a democratic society is expressed in *The American's Creed.*

> I believe in the United States of America as a government of the people, by the people, for the people; whose just powers are derived from the consent of the governed; a democracy in a Republic; a sovereign Nation of many sovereign States; a perfect Union, one and inseparable; established upon those principles of freedom, equality, justice, and humanity for which American patriots sacrificed their lives and fortunes.
> I, therefore, believe it is my duty to my country to love it; to support its Constitution; to obey its laws; to respect its flag; and to defend it against all enemies."[11]

The challenge for the individual rests with his understanding of and commitment to the democratic heritage and his faith that it will be adequate to sustain him in the future.

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[11] _____, *Our American Heritage: Documents and Symbols of Democracy,* "The American's Creed." Virginia State Department of Education, Richmond, Virginia, 1968. Page 31.

Chapter 3

LEGACY OF FREEDOM FRAMEWORK FOR THE SCHOOL PROGRAM

To meet society's increasing demands, the public schools of Virginia must provide a dynamic program of citizenship education. With the legacy of freedom serving as the framework for the school program, *all teachers* have a responsibility for citizenship education.

The teacher assumes an essential role in a program of citizenship education. Effective teaching involves the use of materials and techniques which enable students to understand and appreciate the heritage of democracy and freedom and to work toward the preservation and improvement of democratic processes. In achieving this goal, teachers often "teach" by example.

> You know by instinct that it is impossible to "teach" democracy, or citizenship. . . . I do not say that these virtues and benefits are not somehow connected with good teaching. They are, but they occur as by-products. They come, not from a course, but from a teacher; not from a curriculum, but from a human soul."

Teachers must be able to assist students in making value judgments and in developing skills for value clarification. From kindergarten through grade twelve, teachers must develop units of instruction which emphasize the basic ideals,

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"Jacques Barzun, *Teacher in America*, Little, Brown and Company, Boston, Massachusetts, 1945. Page 9.

values, and beliefs of the democratic heritage. These units of instruction might be developed through an interdisciplinary approach (economic, social, political, aesthetic) with special attention to the formation of attitudes and values. Teachers are responsible not only for helping students acquire knowledge and basic facts, but also for assisting students in interpreting data, analyzing information, comparing ideas, evaluating material, and developing values.

Citizenship education depends upon each student's ability to acquire facts about history, government, literature, economics, science, the arts, and various other subjects which influence democratic traditions. However, each student must be assisted in making *value judgments* and in clarifying values about the material which is studied. Mere accumulation of "facts and figures" about democratic traditions will not suffice. Instead, the student must develop the skills to distinguish various positions of an argument, fact from opinion, irrational protest from sincere dissent, individual freedom from destructive individuality, and the values which support decision-making.

The teacher is the crucial factor in providing the perspective for young minds to see the historical development of American ideals and beliefs, and the values which are at stake in the contemporary world. A dynamic program of citizenship education must focus on student evaluation of political, social, and economic issues with the teacher serving as a guide. As teachers and students plan inquiries into the issues surrounding man and society, the process of analysis will lead to a deeper understanding of the supporting pillars of liberty, justice, equality, freedom, and the role of the individual in a free society. In developing classroom activities, teachers must help students analyze those ideals and beliefs which are basic to the democratic heritage.

American traditions sustain the following basic values:

1. Each individual possesses dignity, worth, and importance. The individual as a citizen has certain rights and responsibilities but citizenship represents a reciprocal agreement. While the state guarantees certain freedoms, the citizen accepts certain responsibilities and exercises individual liberty within a framework of "rule of law" and other basic democratic principles.

2. The concept of "government of law not of men" is basic to democratic traditions. The American system of law guarantees those principles which have been stated in the Constitution of the United States, the constitutions of the states, court decisions, statutes, and through various other ways in society.

3. Freedom of opportunity and equal protection of the law is guaranteed to each citizen. The educational system provides opportunities for every American to develop to the limits of his capabilities and to pursue all avenues of knowledge and all means of learning.

4. The freedom and responsibility of citizenship are fulfilled as the citizen exercises his right to vote. The ballot box is a most important aspect of expression in a free society.

5. In governments which exist by the consent of the governed, representative democracy is the expression of a free people in the affairs of society. The people are the source of power and their governments provide for the common defense and general welfare and serve to represent the people's will.

6. Citizens are guaranteed freedom of religion, speech, press, and assembly. These rights have inherent responsibilities as citizens pursue liberty, equality, and freedom within a system of majority rule and "government of law not of men."

7. Each citizen must assume his civic responsibility in an atmosphere of mutual concern and cooperation, and must discharge his civic duties to the best of his abilities and in the interest of society. The citizen must respect property rights, contracts, and a system of private enterprise, and he must assume personal responsibility for the wise use of resources.

8. The citizen must understand his role and responsibility as a member of a family, locality, state, nation, and international community. He must possess an awareness of interdependence, mutual cooperation, compromise, individual initiative, and voluntary community service.

9. The American republic demonstrates the concept of "United States" which are joined together for the com-

mon good. This "permanent union of permanent states" enjoys rights and responsibilities in a system of federalism, division of powers, and constitutional government.

10. A system of private enterprise supports concepts such as a free market system, accumulation of profits, individual incentives, property rights, contractual agreements, and competition.

11. Self-governing states depend upon citizens who are educated for their responsibility, committed to the beliefs and ideals of freedom and democracy, possess a value system which supports the democratic legacy, and who are willing to work toward the preservation of a free society.

RULE OF LAW—CLASSROOM ACTIVITIES

Students must carefully analyze the basic beliefs and values of a free society if they are to be prepared for their roles as citizens in a democratic republic. Among these, *rule of law* — the cornerstone of self-government and individual liberty — is a vital concept which should be studied throughout the school program. The ideals and beliefs which surround the concept of rule of law offer a variety of instructional opportunities in elementary and secondary school classrooms. Rule of law should be emphasized in the classroom as the student studies his relationship to his family, locality, state, nation, and the international community.

The study of rule of law from kindergarten through grade twelve might focus on American values in the field of law including the following concepts.

1. The concept of a "government of law and not of men." In the United States this means the supremacy of law administered by the regular courts over the officers and agencies of government. . . .
2. The concept of law as a living growth, changing with the evolution of society.
3. The right of every person to be free to move about and choose his occupation, unless convicted of crime and subject only to the general law, thus forbidding slavery or involuntary servitude.
4. The right of every person to be informed

specifically of any charges made by the state against him, to speedy and public trial, to compulsory process for obtaining witnesses, and to legal counsel assuring him of equal protection of the laws.

5. The right of a person to refuse to testify against himself. This right prevents the forced and often false confession that is a most revolting aspect of totalitarian tyranny.
6. The right to a trial by a jury of peers when the United States government brings the charges. In some states a defendant has the option to choose trial by a judge.
7. The protection of persons from being "twice put in jeopardy of life or limb" for the same offense or, if convicted, from "cruel or unusual punishments."
8. The denial to government of the power to punish a person through the instrumentality of an ex post facto law, that is, a law formulated to make an act an offense after the act had taken place.[12]

Study of the rule of law should be integrated into the elementary school program, into courses in Civics, Virginia and United States Government, Virginia and United States History, World History, Literature, Science, Economics, and into various other areas of the school program.

The following statements might be useful in stimulating students to pursue various avenues of study. As rule of law is studied, pupils might develop supporting data for each of the following generalizations:

1. The people are the ultimate source for all law and authority. By free elections and through the established institutions of government (legislative, executive, and judicial) the people themselves maintain the rule of law.
2. The rule of law is supreme within the American system of government.
3. The President and all government officials are subordinate

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[12]Ralph H. Gabriel, *Traditional Values in American Life*, Harcourt, Brace & World, Inc., New York, New York, 1963. Page 10.

to the law as set forth in the federal and state constitutions and laws enacted pursuant thereto.

4. Changes in law and even in the system itself can be made by the people, but the revisions should be made by lawful, democratic means (due process).

5. The principle of majority rule is a basic concept of democracy. The rights of the minority are carefully protected by the law.

6. Defects in law and injustice do exist because no system devised by human beings is perfect or completely free from malfunction which may be serious at times.

7. Individual freedom and personal rights are secured through a system of rule of law.

8. Citizens have the right to dissent and express their own ideas within the American frame of government. Citizens should use the ballot box as a means of criticizing policy and dissenting from policy decisions, laws, and statements made by elected officials. Street demonstrations and similar forms of expression, if orderly and in conformity with applicable laws, are permissible avenues of dissent. Demonstrations which violate laws or threaten public safety and the rights of other citizens are not legitimate means of protest.

9. It is the responsibility of all citizens to obey all laws, to be loyal and patriotic, to vote intelligently, to participate in community affairs, to respect and tolerate the lawfully expressed views of others, to support the police, to serve on juries, to testify in courts, to accept the consequences of individual actions, and to help make the American dream of equality under the law a full reality.

The development of such classroom inquiry centered on "a system of law" should help students to understand their civic responsibility and to perform as intelligent decision-makers. Further, the practice could serve as the basis for developing comprehensive units which stress the democratic heritage as the central theme in many different courses.

VIRGINIA AND UNITED STATES GOVERNMENT

Rule of law should be carefully studied in the course in Virginia and United States Government, which is required for high school graduation. Political thought and constitutional and legal history — principally English and American — provide a basis for introducing the course in Virginia and United States Government as well as for continuing emphasis throughout the course. *Students should gain a firm understanding of the philosophical and constitutional basis of American government.* They should be given ample opportunity to pursue the development of the basic political institutions and beliefs which have been part of the democratic heritage in the United States. Students should use this knowledge as a guide in developing a personal political philosophy which will enable them to make intelligent decisions and understand the values to which they adhere.

The study of Virginia and United States Government should encourage students to investigate many of the political and legal concepts upon which American government is based. *A sound basis for a study of the American heritage should include an understanding of the origin and nature of law, the right to trial by jury, common law, limitation of the powers of government, government of law not of men, popular sovereignty, and other basic concepts.* In organizing and teaching units centered on the rule of law, teachers should develop a list of themes or ideas for students to explore. These might include: clude:

1. The American idea of self-government is rooted in western traditions and has evolved through the contributions of various persons and nations over a long period of time.
2. Ancient law codes establish a basis for understanding the nature of government and the way in which people develop laws for regulating group interaction.
3. The Greeks were among the first people to develop the basic ideas and ideals of democracy. The Romans developed the concept of representative government, incorporated individual rights into law, and emphasized civic duties.

4. Great Britain developed the first modern institutions for self-government and protection of the rights of individuals.
5. As the colonies in North America developed, they adopted and expanded many of the British ideas and institutions of self-government.
6. During the Colonial Period, thoughtful Americans were influenced by Locke, Voltaire, and Montesquieu whose political ideas expressed belief in the theories of compact government, the natural rights of men, and the separation of the powers of government.

Students should pursue questions which will lead them to see the nature of man, the demands of self-government, and the challenge of a government of law not of men. Students should explore such questions as the following and seek answers within a framework of democratic values and beliefs. In pursuing answers to the following questions, students will see the necessity of developing a personal philosophy and the way in which a system of values reflects the solution to problems.

1. What is law?
2. Where does the authority to make laws originate?
3. Why do we need laws?
4. What does the phrase "government of law not of men" imply?
5. How does one express disagreement with a law?
6. How does an individual formulate a philosophy which will enable him to make choices and decisions about laws?
7. Are all laws written?
8. How can laws be changed?
9. What has been the influence of the Judaeo-Christian heritage on legal and political ideas in America?
10. Who should interpret laws?

In a study of Virginia and United States Government, many opportunities are available for studying the political and legal traditions of the American heritage. The preceding ideas and the following topics illustrate areas in which "rule of law" as a basic concept is an over-riding and cohesive force in teaching the Virginia and United States Government course.

Outline of Topics for Virginia and United States Government course*

I. Origin and Development of American Government
   A. Nature of Law
   B. Nature of Government and Heritage of Self-Government
      1. Early law codes
      2. Greeks
      3. Romans
      4. English
      5. American colonies
   C. System of Rule of Law
   D. Legal-Political Traditions in the United States

II. Structure of American Government
   A. Basic Concepts and Institutions Underlying the American Political System
      1. Government of law not of men
      2. Federalism
      3. Limited government
      4. Individual rights
      5. Separation of powers
      6. Popular sovereignty
   B. Nature of the Executive, Legislative, and Judicial Branches of Government

III. Basic Principles and Institutions Underlying the Organization of the American Economic System

IV. Relationship of the Government, the Economy, and the People

V. Totalitarianism in Contrast With the Principles of American Freedom

VI. The United States and World Affairs

VII. Contemporary Issues in the United States and the Response of the American People.

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*_____, *An Instructional Guide for Virginia and United States Government*, Virginia State Board of Education, Richmond, Virginia, 1964.

VIRGINIA AND UNITED STATES HISTORY

Courses in Virginia and United States History also provide a framework for studying the development of the American democratic system and a system of rule of law. The historical perspective provides a basis for understanding contemporary problems and issues. Each period of American history offers opportunity to analyze:

A. The unique problems of the era
B. The response of the people within a framework of democratic values
C. The impact of decisions on democratic beliefs
D. The interrelationship and complexity of decision-making.

Whether the study is the establishment of a system of self-government, the fight for individual rights during the American Revolution, the building of the judiciary and leading court decisions, the importance of compromise in the American system, the Civil War, the development of the American economic system, the threat of communism, or the civil rights movement of the 1960's, students can trace the development of a heritage of law, individual freedom, and the basic foundations of a political tradition. Only when students gain the perspective of history can they fully appreciate the nature of contemporary issues. History offers unique hindsight because men, events, and ideas are part of the drama of human experience. What were the issues? How did Americans react? Why? What were the consequences of their actions? Rule of law as a political-legal concept is inextricably entwined with the history of the American people and a vast array of instructional opportunities make it possible to weave this important principle into a study of the "American Experience."

CURRENT ISSUES

It is imperative that students confront contemporary problems and current issues in the classroom. Students must face these issues openly with a desire for information which will help them to make intelligent decisions. Only when current events are placed in their proper historical perspective and within an academic framework can students assess the various kinds of information necessary for making decisions.

Students need to evaluate the response of the American

people to current problems. They need assistance in assessing current accounts of crime, campus disorder, demonstrations, confrontations, strikes, disruptive social tactics, and demands of various kinds. The news media have brought the world into the classroom and students must find a laboratory for rational analysis of contemporary issues. Special units should be developed to allow students to have a sound format for discussing current events. Such units might include:

A. Democratic Traditions
B. Rule of Law
C. The Historical Perspective of Dissent
D. How to Express an Opinion in a Democracy
E. Individual Liberty Under a "System of Rule of Law"
F. Individual Rights and Responsibilities in a Free Society
G. Values in American Society — A Framework for Making Decisions
H. The Impact of Science and Technology on Democratic Traditions
I. The Arts and Creative Self-Expression

Students should have the opportunity to analyze controversial issues in contemporary society. Abstract political, legal, economic, and ethical concepts should become living ideals for students. Only when students see the applicability of abstract principles and ideals to real-life situations do they become aware of the connection between values and decision-making. For example, war is not merely a question of war or no war. It involves complex political, legal, economic, and social considerations, as well as a historical perspective. Students must see that all issues represent deep-rooted and complex problems. *Before a value judgment can be made, students should understand that a great deal of knowledge is required as well as considerable thought and reflection within a system of values.* By exploring actual issues, students will gain greater respect for the processes of government, see their own roles more clearly, and emerge with a better understanding of beliefs and principles of constitutional democracy. Open and honest inquiry into social and political conflict will help students learn how to cope with reality more effectively and thus reduce the development of cynicism and alienation. Educators must have faith in fundamental democratic values and a belief that an

understanding of these values will lead students toward commitment and respect. Students probably will not be able to understand all the historical intricacies of political, legal, economic, and social history and various multifaceted relationships. However, students must be drawn into a study of contemporary issues and problems, if they are to have a basis for intelligent decision-making within a system of self-government. *Individual responsibility begins with responsibility for learning all the facts, the alternatives, the values which are at stake, and the implications of the decision which is made.*

IN-SERVICE EDUCATION FOR TEACHERS

One of the most effective means for improving teacher competencies in the area of citizenship education is a comprehensive offering of in-service activities which provide opportunities for professional growth. The purpose of a program of in-service education is to increase the teacher's ability to deal with classroom issues in an effective manner.

In-service education in the area of citizenship might be organized:

1. To expand the teacher's perspective of the citizenship education program from kindergarten through grade twelve and analyze the philosophy which supports the program.
2. To broaden the academic base of the classroom teacher and provide specialized attention in areas of specific need.
3. To provide for an analysis of learning processes and the way in which students' values and attitudes are formed.
4. To provide for a review of materials for teachers and students on citizenship.
5. To involve teachers in curriculum analysis, preparation of student materials, and development of units of instruction on citizenship.
6. To provide discussions and/or demonstrations of classroom practices which would be effective for analyzing citizenship education.

Teachers must be involved continually in the process of instructional preparation. This involvement may be courses for college credit, an individual reading program, or the

preparation of units for classroom presentation. Whatever the activity, the focus should be on professional growth. These activities may be developed through daily planning periods, departmental meetings, college courses, planning days, state conferences, pre-school conferences, summer workshops, regional seminars, sabbatical leave, travel programs, and in other ways.

A commitment to professional growth begins with self-analysis and individual involvement. Each teacher must be committed to continuous study which is the heart of a successful in-service program.

IN-SERVICE EDUCATION PRACTICES

1. *Expand the Teacher's Perspective of the Citizenship Education Program From Kindergarten Through Grade Twelve, and Analyze the Philosophy Which Supports the Program.*

To analyze the philosophy of the citizenship education program from kindergarten through grade twelve, in-service activities must involve elementary and secondary teachers, local supervisors, administrators, and members of the local community.

Initial discussions centering on philosophy should establish a firm foundation for later curriculum developments which might include the selection of objectives for the K-12 program or the preparation of teaching guides for each grade level. Planning instructional activities focused on responsible civic behavior, demands a *philosophical basis* for making decisions. *Each teacher must develop this philosophical base from which various classroom learning experiences evolve.*

To educate students wisely, teachers must know what they would like the students to become. Classroom issues frequently involve ethical, legal, and philosophical ideas. Therefore, teachers must possess an intellectual background as well as a strong commitment to freedom and to the philosophical, moral, and legal traditions of a democratic society. In-service education designed to analyze the philosophy which supports freedom and democracy will strengthen the ability of teachers to handle various classroom issues.

2. *Broaden the Academic Base of Classroom Teachers and Provide Specialized Attention in Areas of Specific Need.*

To achieve this objective, the teacher should take advantage of courses for college credit. These might include:

a. Philosophy of Education
b. Civil Rights and the Constitution
c. Political Theory
d. Democratic Institutions
e. The Development of American Legal Traditions
f. Political Philosophy
g. Legal Processes and Western Civilization
h. Comparative Political Systems
i. Value Clarification in the Classroom
j. Teaching History and the Social Sciences.

A program of individual reading may also accomplish the basic objectives of a broadened academic foundation. Each teacher, assessing individual competencies, should set up a specialized program of independent study which eventually could lead to an organized program of graduate study. If the teacher feels inadequate in areas such as Political Philosophy or Development of Democratic Institutions, individual study provides an avenue for improvement. Such academic preparation is crucial because it assists the teacher in answering complex political, ethical, economic, and social questions involved in citizenship education which are often raised in the classroom.

3. *Provide For An Analysis of Learning Processes and the Way in Which Students' Values and Attitudes Are Formed.*

Teachers should continually analyze learning processes and their implications for classroom experiences. College credit courses, such as educational psychology, methods courses, and many others, offer teachers the opportunity to study these learning processes and the nature of the behavioral sciences. An alternative plan is for teachers to organize seminar groups where key questions are considered. These questions might include:

a. Does my teaching reflect primary emphasis on the acquisition of facts? How do I stress values? What are democratic values?
b. How do I assist students in analyzing controversial issues?

c. What teaching tactics emphasize value analysis? How do I assist students in comparing values in a democratic society with values in other systems?

d. How do the principles of educational psychology and the views of learning theorists influence teaching-learning situations?

4. *Provide For A Review of Materials Designed for Teachers and Students on Citizenship.*

Teachers should continually review professional materials as well as materials for student use. An analysis of a variety of basal and supplementary materials for students should lead to discussions of criteria for selection and use. Among the materials for students which should be reviewed are case studies, court decisions, legislative debates, statutes, and other primary sources of American government. Materials which are designed to supplement and complement basal textbooks are useful classroom aids.

5. *Involve Teachers in Curriculum Analysis, Preparation of Student Materials, and Development of Units of Instruction on Citizenship.*

The process of curriculum development is a valuable professional activity which can be accomplished by committees of teachers working on released time throughout the school year and during the summer. Teachers should act not only as instructors, but *teachers should be encouraged as inquirers, researchers, analysts, and curriculum builders* to develop units for classroom instruction. Sample units might include:

a. Values in American Life
b. Comparative Political and Economic Systems
c. Economic Themes in United States History
d. Decision-Making in a Democracy
e. Democracy and Western Civilization
f. Dissent in a Democracy
g. Rule of Law
h. Crime and Its Consequences
i. Role of the Citizen In a Free Society
j. The Democratic Heritage
k. Citizens of the 21st Century

6. ***Provide Discussions and/or Demonstrations of Classroom Practices Which Would Be Effective for Analyzing Citizenship Education.***

Demonstrations using visuals, techniques of questioning, inductive teaching, value clarification, or the integration of contemporary events within a historical framework illustrate the variety of teaching-learning situations. Teachers can conduct the demonstrations themselves or invite consultants from colleges, other school divisions, research projects, and agencies interested in education. Video tapes of actual classroom situations also are helpful in having teachers assess learning experiences. In addition, discussions of instructional units which include basic objectives, visual aids, supplementary readings, and resources can be used to assist teachers in analyzing classroom opportunities for citizenship education.

CONCLUSION

A major objective of the instructional program in Virginia's public schools is to instill in youth a firm commitment to the democratic heritage. The total school program serves as a foundation for citizenship education and seeks to develop in students an appreciation for the traditions of freedom and democracy. The program of the public schools enables each student to gain knowledge and skills which provide the basis for effective participation in the democratic process. Through educational opportunities, students learn that freedom is the exercise of enlightened choice based upon democratic values and beliefs.

If the American way of life is to fulfill the needs of its citizens, all institutions of society — schools, courts, legislatures, churches, and other groups — must form a bulwark for responsible citizenship based on the democratic legacy and the American heritage of freedom. Citizenship education represents an important challenge to the public schools and to the future of the American society.

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